

JPRS 83091

17 March 1983

USSR Report

HUMAN RESOURCES

No. 80

FBIS

FOREIGN BROADCAST INFORMATION SERVICE

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LABOR

GOSSNAB DEPUTY CHAIRMAN CALLS FOR EFFECTIVE MANAGEMENT

Moscow MATERIAL'NO TEKHNICHESKOYE SNABZHENIYE in Russian No 11, Nov 82 pp 3-11

[Article by N. Yermakov, deputy chairman of the USSR State Committee for Material and Technical Supply: "The Effectiveness and Quality of Management Work"]

[Text] The Soviet people are strenuously working to realize the historic decisions of the 26th CPSU Congress. Party, soviet and economic organizations, as well as labor collectives are directing their efforts to the successful fulfillment of the program of social and economic development of the country during the 11th Five-Year-Plan.

The tempo of our further advance depends entirely on the skillful and effective utilization of the enormous productive and scientific-technical potential, all the available resources, rational management, and the strict observance of the regime of economy. The increase in the efficiency of production is directly related to the work in regard to the improvement of administration. "The methods of management and the policy in the sphere of administration," comrade L. I. Brezhnev emphasized at the 26th CPSU Congress, "must work for efficiency." The improvement of the mechanism of administration insistently demands a profound change in the content, methods and style of the activity and a reorganization [perestroyka] of the very psychology of cadres in management.

As never before, modern production is dependent on the quality of the work of people who are engaged in management. For this reason their activity must be assessed in terms of their ability to skillfully organize the work of the collective and to secure a high effect, which is determined by the level of economy of labor and material resources and the satisfaction of the national requirement for production and services of one kind or another. One can say with complete justification that the effectiveness and quality of the work of the cadres in management is becoming one of the key problems in the improvement of all administration.

The rationalization of the organizational structure of administration, the elimination of intermediate links, the transition to a two- or three-link structure, and the reinforcement of small structural subdivisions are acquiring great significance. All of this is accelerating the process of the specialization of labor and promotes a sounder division between administrators and specialists. The quality, effectiveness and operativeness of administration is increasing significantly. Moreover, the rights of the subordinate links are expanding, and the possibilities of the control of their activity on the part of the higher instances are growing.

The increase in the efficiency of the administrative work of the workers of the enterprises and organizations of the USSR Gosplan depends, first of all, on the successful realization of the instructions of the 26th Congress of the party on ways of improving the state system of material-technical supply. It is necessary to attain, by all conceivable means, its further strengthening, the increase of [its] role and responsibility for the rational utilization and economy of material resources and the uninterrupted supply of the national economy with raw material, materials, equipment and spare parts. The essence of efficient management under socialism consists in the achievement of the highest results in the presence of minimal expenditures. The fuller realization of state interests, in turn, increases the efficiency of the satisfaction of the interests of the separate enterprises and organizations.

The main reserves for the increase in the efficiency and quality of work of the cadres in management of the USSR Gosplan system are disclosed in the process of the consistent and pressing struggle for the fulfillment of the economic agreements and state plans for the deliveries of production of a production-technical designation and a decisive turn of the economic activity to the more rational use and economy of resources. It is precisely to this that the decree of the CPSU Central Committee and the USSR Council of Ministers on the strengthening of the regime of economy aims the system of management, planning and incentive, as well as the initiative of the labor collectives.

In connection with this, the USSR Gosplan has been entrusted with a broad range of tasks in the sphere of the improvement of the standardized economy, the expansion of the product assortment of material resources, on the basis of which the centralized tasks are established with respect to the reduction of the norm of expenditure. It has been given the right to control the quality of the norms applied by the ministries and departments, associations and enterprises, as well as organizations, in regard to the expenditure of resources, and to control the observance of the norms (standards). The USSR Gosplan has been called upon to implement state control over the rational and economical expenditure of material resources in the national economy.

It has been acknowledged as necessary to coordinate the work being conducted by the ministries and departments of the USSR and the Councils of Ministers of the union republics with respect to the improvement of the utilization of raw material, materials, fuel and energy, as well as to implement effective control over the course of the realization of measures in this sphere envisaged by the decisions of the party and the government. These functions have been entrusted to the newly formed Interdepartmental Commission for Economy and the Rational Use of Material Resources, with the deputy chairman of the USSR Council of Ministers and the chairman of the USSR Gosplan at the head.

In defining the basic goals of the activity of the state system of material-technical supply, it is necessary to be guided by the decisions of the Communist Party and the Soviet State, by legislative and other acts, and by the Decree on the USSR Gosplan. The decisions of the party and state organs with respect to the most important questions of economic construction aim the work of the management personnel at the solution of the urgent tasks of the development of the national economy.

In orders [prikaz] and other normative acts of the USSR Gosplan the extent of the participation of every one of its links in the general division of management work is set forth. As a result, elements of duplication are eliminated and the conditions for the coordinated functioning of the entire system are created, as well as for the efficient fulfillment of the tasks confronting it. It goes without saying that the search for the best variants of the realization of these tasks presuppose the constant analysis of the work of the organs which are included in the USSR Gosplan system. This is especially important in connection with the fact that the party places increasingly difficult tasks before the supply and market organizations and expands the sphere of their activity, which presents new demands on the management personnel.

A well-founded division of the volume of work in regard to the realization of the functions of management between the links of the USSR Gosplan system occurs on the basis of the principles of democratic centralism, planning and socialist legality. The observance of these principles promotes the attainment of high quality in management activity and the increase of its efficiency.

A great deal of work is being done in the system of the USSR Gosplan with respect to the improvement of the organizational structure of management. The transformation of the main administrations of material-technical supply of the union republics into state committees for material-technical supply [gosplanby] and the administrations of material-technical supply in the rayons of the RSFSR --into main territorial administrations has become an important measure. More than 900 supply and market associations, administrations and enterprises for the deliveries of products, as well as more than 600 wholesale trade stores operate at the present time in their structure.

It is necessary as well to further improve the organizational structure of management, to reduce administrative and management expenditures, and to establish uniformity in the determination of the staff number of engineering and technical workers and employees of the supply and market organizations. To this end, the Gosplan [Institute for the Organization of Material-Technical Supply], together with the Technical and Planning and Finance Administrations of the USSR Gosplan, has worked out model structures and staffs of organizations and enterprises according to deliveries of production, as well as according to the completion of equipment for enterprises being built or reconstructed.

It must be noted that in a number of cases the size of the management personnel at the local level is established without adequate calculations, on the basis of established practice, which leads to completely unfounded differences in organizations and enterprises which are of the same type and similar in terms of volumes of work. Thus, the Privolzhsk and the Middle Volga administrations for the delivery of metal products have an identical volume of warehouse realization, but the total volume of realization in the Central Volga Administration for the Supply and Marketing of metals is 1.5 times higher. At the same time, the number [of people] in the management apparatus there is 20 percent smaller than in the Privolzhsk Administration for the Supply and Marketing of Metals. It is necessary, therefore, to constantly improve the apparatus of management and to carry out measures to reduce it to the minimum level which guarantees a solution of the tasks that have been set.

The objectively determined growth of the tasks and functions of management do not entail an automatic increase in staffs. The main path of the increase in the result of management, as well as production, is intensification, an increase in the quality and efficiency of management work. At the same time, in some subdivisions the improvement of management in a given stage may lead and does lead to an insignificant increase in the number of workers. This must not be considered a negative phenomenon if such measures have a beneficial effect on the increase in the rate of development and the growth of the efficiency of production.

The efficient organization of management work presupposes a rational correlation of the number of managers, specialists and auxiliary technical workers. This is accomplished on the basis of the standardization of management work. It is carried out basically in accordance with model standards, which are constantly determined more accurately. However, with the aid of model staff standards it is impossible to secure equal tension of the work for managers and specialists of the various subdivisions. Using a centralized procedure, only averaged factors can be taken into account, but it is difficult to calculate all the diverse concrete conditions of work in one or another section.

Consequently, every organization must itself determine the number of workers within the limits of the average standards and define concretely the load for every worker. Moreover, the obligations of the managers and specialists must be divided evenly. However, here and there the rules are not observed. As a result it turns out that some of them are overburdened with work, and others are not fully occupied. The standardization of work makes it possible to regulate the number of workers and the intensity of their work, to exclude unnecessary expenditures and losses of time, which is an important means for the increase of the efficiency of management work.

It is a well-known fact that in many cases the overwhelming part of the work time of managers and specialists is spent in the fulfillment of current affairs. This does not give them the possibility to investigate the achievements of science and advanced experience. They have little time left for the analysis of production activity and for the development of long-term directions and plans of work, for the improvement of the organization of labor in the collective managed by them, and for their own work. In turn, the insufficient attention to these questions generates disorder and duplication in one and the same work.

The numerous violations and stoppages of work, losses of time, and increase of working hours frequently happen because of the inaccurate determination of obligations and inadequate coordination in operations of both the managers and the specialists of the various links of management, as well as individual workers within the links. The plans of the work of the managers and specialists must be coordinated with the plans of work of the public organizations, with the days and hours of the conduct of various meetings, conferences, political studies, etc. Such coordination in the routine of the day and the operations of the workers in the management apparatus is possible only on condition of the clear determination of their obligations in special documents and provisions about the subdivisions and official instructions of the workers in management.

In the organizations and enterprises of the USSR Gosstab a certain amount of work has been done in recent years in regard to the improvement of the structure, the elimination of parallelism and duplication. In the majority of the structural subdivisions instructions have been developed in which the obligations of every staff member are precisely regulated. However, a great deal will still have to be done for the further improvement of the organizational structure of management.

The increase in responsibility of the workers for the affairs entrusted to them depends on the organization of the work of the apparatus as a whole and on every staff member in particular to a large extent. Meanwhile in a number of organizations of our system there are no provisions concerning departments, the obligations of every worker are not clearly regulated, the work is not being planned and proceeds in a haphazard way, the manager has no system of control over the activity of the specialists of the department. Without all of this it is impossible to attain organization, the full utilization of work time, and the improvement of labor and official discipline.

At the same time, no matter how good the organization, much depends on the ability of the management personnel, who can either support an optimum work routine or make by far not full use of the available possibilities. Only the manager who possesses the necessary skill and knowledge is able to attain the solution of the tasks in the optimal way.

With the acceleration of the rates and the greater complexity of the processes of economic and social development of Soviet society, the role of the manager is growing significantly and there is an increase in the requirements for the qualities which he must possess. In order to be a genuine manager in modern conditions, merely special knowledge and production skills are inadequate. What is necessary is a deep passion for the ideas of Marxism-Leninism, firm inner conviction, talent and ability of the organizer, and love of work with people.

The political maturity of the worker must be organically combined with business-like efficiency, competency, a profound knowledge of his business, and the ability to see the prospects of the development of the economy and the subdivisions. "In order to manage," wrote V. I. Lenin, "one must be competent, one must fully and precisely know all the conditions of production, one must know the technique of this production at its contemporary height, one must have a scientific education."

The activity of the manager exerts a direct and immediate influence on the quality of the work of the entire collective. If the terms and methods of the fulfillment of one kind of work or another are not determined successfully, if the coordination in the conduct of mutually related operations is not secured, then the general result of the work is lowered. And the other way around, if the manager decides all questions in a qualified manner that are connected with the organization and management of production, then this results in a significant increase of the general efficiency of the work of the collective managed by him, making the work of its members more fruitful.

In the USSR Gossnab system there are thousands of managers and specialists whose efforts are aimed at raising the level of management activity. They uncover and place into the service of the national economy new reserves for the growth of efficiency and quality of production, systematically expand their professional horizon, increase their workmanship, and master new forms and methods of management. At the same time there are still many practical workers among the specialists. Thus, among the managers and engineering and technical personnel they include almost 12 percent at the level of the territorial organs. Although they have a higher or secondary specialized education, many of them are not working in accordance with their specialization. For example, almost 8 percent of all specialists have a pedagogical education, about 1 percent are agronomists, livestock specialists, and veterinarians.

Approximately the same picture prevails also among workers with a secondary specialized education. All of them need daily assistance in the mastery of the economics of material and technical supply. For this reason the systematic increase of the skill of the management personnel and the specialists of the USSR Gossnab system is a most important task. This work is being conducted by the All-Union Institute for Raising the Qualifications of Workers in Management and Specialists of Material and Technical Supply, which has numerous branches, departments and training stations throughout the territory of the country. The experience accumulated here makes it possible to draw the conclusion that the training is basically correctly organized, workers who have gone through retraining cope more freely with general and specialized questions, analyze and decide them more competently.

However, it is not enough to create a system of raising the qualifications of managers and specialists. It is important to secure the systematic verification of their knowledge and the control over the conformity of the post being occupied. This is why the attestation of managers, engineering and technical personnel and other specialists of enterprises and organizations is of great significance which is being conducted once every 3-5 years. It is organized for the purpose of the more rational utilization of workers, the increase in the efficiency of their work and in the responsibility for the business entrusted to them. The attestation contributes to the growth of their ideological-political level and the business skill.

In all enterprises and organizations of the system a certain experience has been accumulated with respect to the conduct of attestation. But, unfortunately, not everywhere is this important matter approached with the requisite responsibility. In a number of places the proper control is not exercised over the course of the fulfillment of the recommendations of the attestation commissions mainly in regard to the transfer of workers to other posts, promotion and the application of various measures of encouragement.

The struggle for the efficiency and quality of management work signifies that every manager and specialist is obligated to master the Leninist style of work, the Leninist science of management, to maintain modern methods of planning and organization of management, to be an active conduit for scientific-technical progress. In the Report of the CPSU Central Committee to the 26th Congress of the party it was emphasized that at issue is the development of a style of work in which execution and discipline would be organically combined with bold initiative and enterprise.

The increased complexity of the manager's job requires him to organize his work so that he can occupy himself with long-term problems to a greater degree than with daily ones. However, frequently the managers of the management organs, their deputies and the people heading large subdivisions concentrate in their hands a multitude of questions, including immaterial and petty ones. As a result, their solution is delayed. At the same time, in modern conditions the time factor and effectiveness in decision-making are growing in importance.

A democratic style of management corresponds to the nature of our order. It is characterized by the broad participation of the entire collective in the management of production. Of great significance are the interrelationships between the manager and his subordinates, the ability to work with people. On the way in which the manager treats them and on the form in which he issues instructions depend, in many respects, his authority and the effectiveness of management.

An integral feature of the Leninist style of work is the control and verification of execution. The goal of control is the exposure and prevention of mistakes, the reasons for the nonfulfillment of established tasks, cases of a careless attitude toward material values, and violations of the discipline of deliveries.

V. I. Lenin noted the necessity "of taking as the true measure of the labor productivity of every given institution above all the level of the effective and immediate execution of all affairs going through it." It is impossible to reduce the assessment of the activity of one subdivision or another to the mechanical calculation of the number of acts issued or documents sent and received. Their effectiveness must be compared with the actually attained results.

In the decree of the CPSU Central Committee "On the Further Improvement of the Control and Verification of Execution in Light of the Decisions of the 26th CPSU Congress" it is emphasized that the control and verification of execution are a tested means for the improvement of the activity of the party, soviet and economic organizations, the strengthening of the organization and discipline in all links of the apparatus, and the increase in the responsibility of personnel for the business entrusted to it. At the same time the CPSU Central Committee noted that many shortcomings in the economic activity are caused by the absence of a clearcut system of control, by a nominal style of management. These conclusions have the most direct relationship to the organizations and enterprises of our system. It is well known that the very fact of the adoption of a decision alone can not serve as a guarantee of success. Having taken a decision, purposeful organizational work has to be conducted with respect to its fulfillment. Only under this condition will the established task be solved in time. Unfortunately, some workers spend a significant part of their work time not on vital organizational work and the control of execution, but on the fixation of shortcomings and on the preparation of decisions which frequently copy decisions already adopted earlier that have remained unexecuted.

The USSR Gosplan has adopted a large number of directive documents with respect to a whole series of problematical questions which are of great significance of the national economy. These are the economy of material resources, the or-

ganization of package and container transports, the control of deliveries, and the inter-rayon subsorting of production. However, as a result of the low discipline with respect to execution of some of our organizations and workers, the execution of these directives is poorly organized. As a result additional correspondence arises and the terms of execution are delayed.

The organizations of the USSR Gosplan system, for example, conducts a great deal of work in regard to the realization of the tasks and orders provided for by the decree of the CPSU Central Committee and the USSR Council of Ministers: "On the Strengthening of the Work in Regard to the Economy and Rational Use of Raw Material, Fuel-Energy, and Other Material Resources". At the same time, a number of important orders have not been fully executed up to now. Thus, the USSR Gosplan, together with other interested ministries and departments, has been charged with the preparation and introduction of proposals concerning the strengthening of the economic and material interest of state and public enterprises and organizations, as well as of citizens, in the increase of the processing and utilization of secondary resources, household waste and local types of raw materials. However, this work has been delayed without justification. Questions connected with the development of production services and the centralized delivery of production to users are being solved at a slow pace.

A large reserve for increasing the efficiency of management work is the use of economic and mathematical methods and computer technology in the apparatus of management. Presently in the USSR Gosplan system alone more than 2,500 different tasks (training of an informational character, analysis, optimization, and prognostication) are regularly solved through the application of computer technology. Automated subsystems of material and technical supply and complete sets are functioning in sector automatic control systems and automatic control systems of associations and enterprises.

The collection and processing of data with the aid of computers gives management personnel the possibility to make a transition to a qualitatively new level of planning of supply and marketing. The creation of the automatic control system of the USSR Gosplan must secure a more profound economic validity and coordination of all divisions of the national economic plans with the plans of material-technical supply and the rational distribution of material resources, improve the quality of the execution of the plans of production and construction by virtue of the synchronization of the processes of supply and marketing with production output, and increase the economy and level of dirigibility of the system of supply itself.

At the same time, it is important not to allow the errors which lately are being encountered in the process of using computers in management. We are talking about the fact that with the use of automatic control systems the number of concrete data becoming available to the economic manager have increased. Moreover, among this flow of information there are many intermediate indicators which do not improve, but encumber analysis and complicate management.

A significant effect is attained from the introduction of measures in regard to the scientific organization and mechanization of management work. The introduction of model projects and solutions in regard to the rational organization

clerical work, typewritten and copying-duplicating work, and effective communication with comparatively small expenditures not only secure the growth of labor productivity, but also prepare the conditions for the automation of a whole series of management operations.

The use of highly-productive machines and equipment also contributes to the specialization and centralization of calculation, typewritten, and copying work. The freeing of managers and specialists of the subdivisions from purely technical operations materially changes their obligations and functions and requires great accuracy in the work.

In order to mechanize management work apart from the installation of expensive highly-productive machines a broad selection of simple devices and means of clerical work is necessary. The absence of such means (small organization technology) at the work places of managers and specialists or the inability to use them at times reduces the high achievements of the new machines to zero. It is also useful to have alphabetical reference guides, lists with the telephone numbers of appropriate managers and specialists, collections of the norm-setting documents, and various reference books.

One of the most important directions for the improvement of management is the strengthening of labor discipline, a fuller calculation of the socio-psychological peculiarities of the collective, and the strengthening of the moral climate. The decree of the CPSU Central Committee "On the Further Improvement of Ideological and Political-Educational Work" states that "having assessed the work of managers and economic personnel, it is necessary to take into account not only the indicators of the fulfillment of the production plans, but also the level of discipline and the moral-political climate in the collective, as well as the conditions of work and everyday life."

A responsible attitude toward one's work presupposes the conscientious observance of all requirements of discipline and an understanding of its necessity for the solution of the tasks that have been set. Discipline and responsibility are the most important elements of management work. In modern conditions, together with the complication of economic relations, the role of every hour, every minute of work time, the strict observance of the rules of internal order, and the creation of stable personnel in all sections of production is growing.

The collectives of the enterprises and organizations of our system are doing a great deal of work in regard to the creation of an atmosphere of mutual exactingness, organization and discipline. In reviewing socialist competition and in assessing the activity of one collective or another, the indicators of labor discipline, along with the basic ones, are taken into account. All of this is conducive to the reduction of work time losses.

Unfortunately, we have quite a few enterprises and organizations where the state of labor discipline does not come up to modern requirements. It is impossible not to mention the fact that some managers do not devote sufficient attention to its strengthening and to securing order in production.

The necessary prerequisite of the observance of discipline is the imposition of personal responsibility on a concrete worker for the business entrusted to

nim. This presupposes, first of all, a clearcut definition of the range of his official duties and competence in the appropriate sphere of activity. Secondly, exhaustive familiarity with all normative materials relating to the indicated sphere. Thirdly, the creation of the necessary conditions for the achievement of the goals that have been set.

Of no small importance are the correct assessment of the results obtained and attention to the requirements and interests of the worker. "It is clear to everyone," comrade L. I. Brezhnev noted at the 26th Congress of the party, "that people work better and more willingly where they sense a constant concern about the improvement of their work and everyday life."

New techniques and technology are constantly introduced in the supply and marketing enterprises and organizations, and the organization of labor is being improved. Comfortable living accommodations with shower-baths and rest lounges are being constructed. The public catering net is being developed. Medical stations are being opened up. Rest bases for workers, residential housing and children's institutions are being installed. All of this promotes the reduction of the turnover of personnel and the creation of stable production collectives.

The work of the state committees for material and technical supply of the KaSSR and the LiSSR may serve as an obvious example. Thus, in the Alma-Ata Main Territorial Administration and its organizations in the last 5 years all work places have been brought into conformity with the norms of labor safety by virtue of the mechanization of loading and unloading work, recreation and reading rooms, living accommodations, rest lounges and shower-baths have been created and well equipped. In all organizations of this administration there are dining-rooms, buffets, and eating rooms. The systematic sale of semi-manufactures, dairy and other food products has been started. The children of the workers are fully provided with places in pre-school institutions for children and passes to pioneer camps.

A great deal of attention is being devoted to these questions as well in such advanced collectives as the Tatkhiminstrumentsnabsbyt [Tatar Administration for the Supply and Marketing of Chemical Instruments], the Verkhnevolgsnabsbyt [Upper Volga Administration for Supply and Marketing], the Rostovsnabsbyt [Rostov Administration for Supply and Marketing], and the Fergana Administration for Material and Technical Supply. Not accidentally the collectives of the enumerated organizations on a regular basis come out as victors in the socialist competition.

The efficiency of management work depends on the correctly organized system of stimulating the activity of the labor collectives subordinated to the manager, as well as on the system of stimulation of the managers themselves. This determines the necessity of the further improvement of the bonus systems. The indicators of bonus payments, as well as the dimensions of the bonuses being paid out, must take into account the specific character of the work of every collective and its individual subdivisions. It is necessary that the incentive systems should interest the workers in the achievement of the highest results of work. It is important in this connection to establish the dependence of the material incentive of the economic managers on the indicators of the activity of the labor collectives headed by them. If the system of the incentive of the

collective (assessment of activity, determination of the magnitude of the wage fund, formation of incentive funds) induces him to improve the indicators of the work, then the efficiency and quality of management activity increases.

At the present time approximately 60 percent of the means of the material incentive fund are expended for the current bonus payment of the engineering and technical personnel and employees in the USSR Gosnab system. It is expedient to review the question concerning the increase of the proportion of means allotted to bonus payments in the general incentive fund and to link more closely the amount of these means to the planned level of fund-forming indicators. For the time being there is a lack of differentiation in the dimensions of the planned bonuses between the supply organizations of the different levels of the system of the USSR Gosnab. Therefore, in the presence of different work results, the bonuses may be identical and vice versa. The indicators and the additional conditions of bonus payments are also in need of improvement.

It must be noted that in the sphere of material and technical supply, which includes thousands of primary labor collectives and hundreds of independent organizations, the problems of the improvement of management work have not received the requisite development. Little scientific research aimed at the increase of its efficiency is being conducted.

A need has developed for the more profound study of the management work in the subdivisions, in enterprises and in organizations. This is necessary for the development and introduction of scientifically-founded proposals concerning the improvement of its organization and the exposure of the specific tendencies, factors and regularities that are characteristic of labor processes in the management of material and technical supply. It would be useful to develop uniform methodical and reference materials with respect to these questions. The Notsnab [Scientific Organization of Labor of Material and Technical Supply] Technical and Vocational Association is the leading organization in the solution of questions of the improvement of the organization of management work. It must develop and introduce progressive proposals on the basis of uniform industry-wide methodical provisions.

The guarantee of the efficiency and quality of management is found in the high business and personal qualities of the management staff, of the specialists. For this reason the task consists in the improvement, by all conceivable means, of their political and professional training, selection, education, and placement.

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LABOR

INTERACTION BETWEEN RURAL LIVING CONDITIONS, FARM LABOR

Moscow EKONOMICHESKAYA GAZETA in Russian No 7, Feb 83 pp 11-14

[Article: "The Social Conditions of Life and Personnel of the Countryside"]

[Text] Measures on the social reorganization of the countryside are an integral part of the USSR Food Program.

The interests of the rapid development of agriculture objectively dictated the sharp turn toward the solution of the ripe problems of rural construction and the further improvement of the housing, cultural and everyday conditions of rural residents and toward the improvement of the entire infrastructure in the countryside. At the May (1982) CPSU Central Committee Plenum it was emphasized that the more vigorously and thoroughly we engage in housing, cultural and personal and road construction in the countryside, the more productive peasant labor will be.

During the 1980's it is planned to allocate approximately 160 billion rubles for social needs. Even on the scale of our country the figure is large. The implementation of the agrarian policy of the party is making it possible to solve not only economy, but also important social problems. It is aimed at the assurance of the gradual elimination of the social differences between the city and the countryside and, hence, at the accomplishment of one of the program goals of the Communist Party.

Agricultural production in the technical level and power-worker ratio for the present is less developed than industrial production. Considerable differences still exist in the level of development of individual kolkhozes and sovkhozes, there are lagging farms, many villages need civic improvements. The seasonal nature of employment in labor and the keeping of a private plot by many families are among the peculiarities of the style of rural life. All this affects the living conditions of the rural population and is responsible for the outflow of manpower resources to industrial centers from inadequately developed agricultural regions.

In the Basic Directions of USSR Economic and Social Development for 1981-1985 and the Period to 1990 the task is posed to make considerable progress in the direction of the transformation of agrarian labor into a version of industrial labor, to overcome gradually the substantial differences between the city and the countryside, to improve the housing, cultural and everyday conditions of the life of the rural population and to develop the civic improvement of villages. The accomplishment of these tasks will help to create everywhere in the countryside stable labor

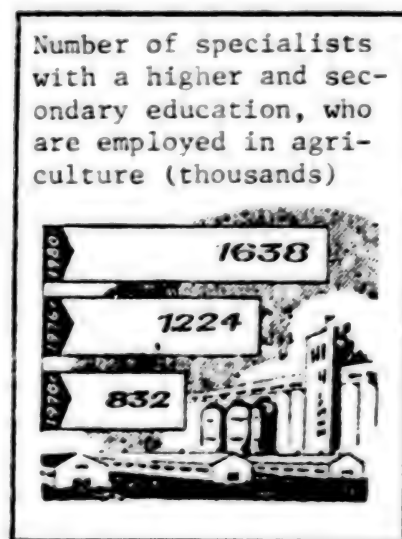
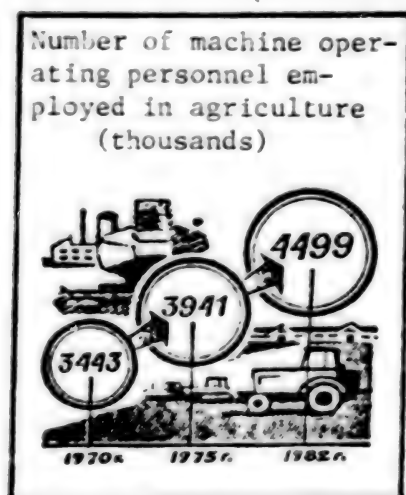
collectives and to use efficiently the gained production potential in the interests of the successful implementation of the Food Program.

Transformations in the Countryside

As a result of the implementation of the agrarian policy of the party great changes are occurring in the working and living conditions in the countryside.

Profound transformations characterize the production activity of the workers of the countryside. Since 1965 the power-worker ratio in the countryside has practically tripled (from 8.5 to 27 hp in 1981). Agricultural labor has become more productive and in many ways has acquired traits of industrial labor.

From 1965 to 1981 the total number of workers at agricultural enterprises decreased by 2.4 million mainly due to the decrease of those employed in manual labor. During the same period the number of machine operators increased by nearly 1.5-fold. Now one in five workers of kolkhozes and sovkhoses is a machine operator. The number of specialists during this period increased by 2.8-fold. Nearly three-fourths of the workers have a higher and secondary (complete and incomplete) education.



The material interests of rural workers are being met much better than previously. Let us recall that prior to the late 1950's the receipts from the private plot, which exceeded by twofold the pay for work in the public sector, were the leading source of income of kolkhoz farmers.

By the mid-1960's these sources were equal. Since 1966 the guaranteed pay of kolkhoz farmers (in money and kind) has been used in practice, and assets are being allocated first of all for this. The guaranteed monetary pay provides kolkhoz farmers with the firm guarantee that their work under any weather conditions--favorable or unfavorable--is compensated for materially.

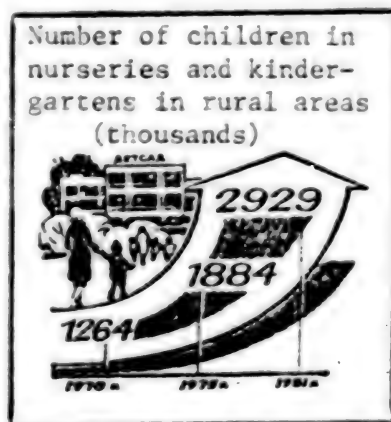
in turn, the leading increase of the pay at kolkhozes was conducive to the fact that now kolkhoz farmers receive the bulk of the pay for labor from the public sector. The following comparison is significant. In 1960 kolkhoz farmers received 1.40 rubles each per worked man-day, in 1981 they were paid 5.70 rubles each. As compared with 1965 the average monthly pay of kolkhoz farmers has increased by 2.3-fold, while the wages of workers and employees of sovkhoses has increased by twofold.

The average monthly pay of kolkhoz farmers and sovkhos workers has drawn considerably closer. Whereas in the 1960's it was approximately one-half, in 1981 the average monthly pay of kolkhoz farmers had already come to three-fourths of the wage of sovkhos workers (not counting the income from the private plot). During the 5-year period the pay of kolkhoz farmers in the public sector should increase by approximately 20 percent more.

In the countryside the public consumption funds have increased significantly. They are playing an important role in the development of health services, culture and social security. Public consumption funds act as the material basis of the most important guarantees of socialist society: it guarantees all its citizens assistance in old age, in case of disability, illness and the loss of the breadwinner.

Whereas in 1965 the payments and benefits from the public consumption funds per member of the kolkhoz family were less than half as great as those of workers and employees, now they have exceeded two-thirds of the average amount of income of workers and employees. In the total income of the family of the worker and employee in 1981 the public funds amounted to about 23 percent, the family of the kolkhoz farmer--more than 19 percent.

In addition to all types of public support of the disabled members of society, the state is providing social guarantees for the meeting of a number of priority needs (the obtaining of an education and occupation, the increase of skills, health protection and others). During the past three five-year plans children's preschool institutions with accommodations for 2.6 million children were put into operation in the countryside. Whereas in 1965 there were 742,000 children in these institutions and in 1975 there were 1,884,000, in 1981 there were 2,929,000. In addition to permanent nurseries and kindergartens, seasonal ones are organized during the summer: in 1981 more than 5 million children were served by them.



The social security of the peasant population has been improved substantially: in 1965 retirement security was extended to all kolkhoz farmers; in 1968 their retirement age was decreased to the retirement age of workers and employees; in 1970 the social insurance of kolkhoz farmers was introduced; in 1971 the minimum old age pensions were increased; in 1978 the law "On the Further Improvement of the Retirement Security of Kolkhoz Farmers" was passed.

Owing to the increase of the pay for labor and the public consumption funds the difference in the standards of living of the urban and rural population has been decreasing appreciably. Here is what the statistics testify to. The real income of kolkhoz farmers per family member, which in 1965 came to three-fourths of the amount of income of workers and employees, in 1981 came to nine-tenths.

In essence, the structure of the expenditure portion of the budgets of rural and urban families is becoming uniform. The share of the expenditures for the purchase of clothing, fabrics and footwear, as well as for the buying of furniture and cultural and personal items has become almost equal. But peasants purchase more construction materials and household items. The rural resident today spends a little more than a third of his wage on food, which is nearly at the level of the expenditures on food for urban workers.

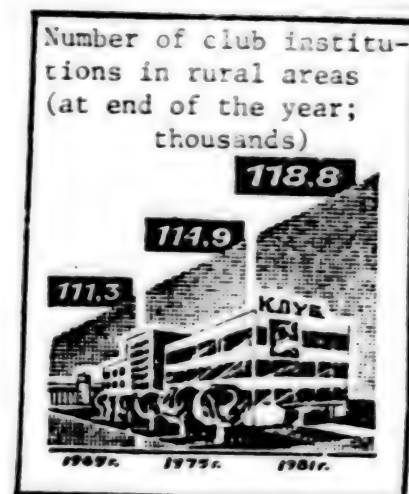
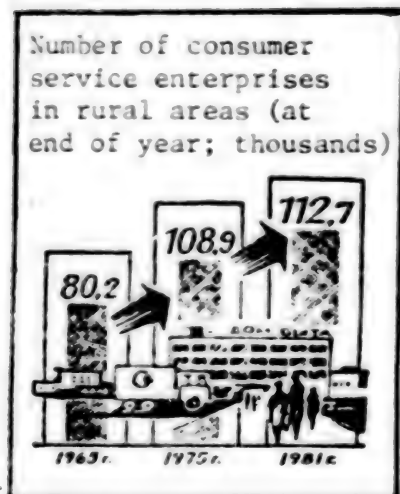
The provision of the rural population with durable cultural and personal items, which the countryside previously did not have, has increased noticeably. These are televisions, tape recorders, refrigerators and washing machines.

Provision of the Rural Population With Durable Cultural and Personal Items
(per 1,000 people; at the end of the year)

	1965	1970	1975	1981
Timepieces.	627	836	967	1171
Radio receivers	125	149	185	218
Televisions	37	88	161	211
Refrigerators	7	34	91	182
Washing machines.	29	71	122	162
Motorcycles and motor scooters.	22	29	38	55

During the period from 1965 to 1982 every other rural family improved its housing conditions. This became possible owing to the construction of apartment houses with a total area of about 500 million m².

The active familiarization of the Soviet countryside with the values of socialist culture is also among the social changes. Thus, the average attendance of movie theaters in cities and villages has already become equal. Now all rural residents make use of radios, two-thirds make use of televisions, the overwhelming majority regularly read newspapers, journals and books and have their own libraries. The network of cultural and educational institutions is being expanded. During the period of 1965-1981 clubs and houses of culture to accommodate 7.7 million people were built. However, the quantitative indicators of culture in the countryside still do not create a complete picture, since increasing demands are being made by the rural population on the qualitative aspect. In particular, the activity of many clubs is not satisfactory. The cultural and personal service in small population centers lags considerably.



The Party Policy of Improving Working and Living Conditions

The implementation of measures on the further social transformation of the countryside requires the considerable improvement of the organization and the increase of the amounts of housing, municipal, cultural, personal and road construction in the countryside.

Today the elaboration and implementation of an entire set of measures on the increase of the prestige of labor in agriculture, the introduction of efficient work schedules, the improvement of the conditions of the labor and relaxation of sovkhoz workers and kolkhoz farmers and the comprehensive development of the rural social sphere are being placed in the forefront.

In every republic, kray and oblast there are villages, in which the people are provided with well-appointed housing and have the opportunity to organize their labor, daily life and leisure. And with each year there are more and more of these villages and towns.

For example, at the Put' Lenina Kolkhoz of Kirov Oblast in the past 5 years 26 apartments have been turned over on the average in a year. Fourth-fifths of the population lives in kolkhoz houses with conveniences. The demand for children's institutions has been completely met. But then one secondary school graduate in three is remaining in his native village. In the past decade the able-bodied population has increased here by 15 percent. Beneficial social changes are both the cause and the effect of the economic achievements of this leading farm.

On the Basis of Industrialization

The May (1982) CPSU Central Committee Plenum deemed it necessary to lend a state-wide, national nature to the matter of reorganizing the countryside. The industrial enterprises and other organizations of cities can make a significant contribution to the matter of housing and general construction. In Dnepropetrovsk and

Lipetsk Oblasts, for example, experience in shifting a portion of the capacities of urban construction to the countryside has already been gained.

The industrialization of agriculture acts as the basis of the transformation of the labor, daily life and culture of people. On the basis of the examples of many farms it is possible to show the changes occurring in this direction.

The Food Program calls for the completion in the 1980's for the most part of the complete mechanization of operations in farming and animal husbandry. During the 11th Five-Year Plan it is planned to implement major measures on the transformation of agrarian labor into a version of industrial labor. This is not only an economic, but also an important social problem.

Sociological studies at many farms have shown that now three-fourths of the surveyed machine operators regard their job as interesting and requiring creativity.

One of the peculiarities of labor in the countryside is the fact that here the work rhythm is not uniform during different periods of the year. Although the length of the workday of a kolkhoz farmer in the public sector on the average during the year is 7 hours, during the work season it drags on for nearly all the daylight hours. Rural residents are busy not only in social production, but also on the private plot, the family of a kolkhoz farmer spends on it approximately one-third of the total number of worked hours.

Two-shift work both in plant growing and at the farms has been introduced at many leading farms. The development of industrial enterprises is contributing to the more uniform employment of the rural residents. Today in the countryside there are more than 300,000 subsidiary enterprises. They not only provide income, but also make it possible to employ manpower during the period between seasons.

A sewing shop, in which up to 50 women are employed, is in operation at the Put' k kommunizmu Kolkhoz of Istrinskiy Rayon of Moscow Oblast. During the summer they are employed in agricultural work, working 80-90 man-days each. Work on the development of subsidiary works and industrial enterprises is being carried out effectively in Gorkiy Oblast. During the fall and winter about 30,000 people work at them, during the harvesting season the majority of workers take part in agricultural operations. During the 10th Five-Year Plan the volume of the gross output of the industrial enterprises came to 900 million rubles.

The "transfer" of industrial enterprises to rural areas and the creation here of branches of plants and factories are yielding an appreciable impact. Many industrial enterprises supply kolkhoz shops with materials and orders for the production of industrial items. Rural workers are acquiring the skills to perform work in conformity with industrial standards and are increasing their production skills. Wherever subsidiary works and industrial enterprises have been organized well, there is no problem of manpower resources.

How is the strength and free time of the rural worker to be saved? At many kolkhozes and sovkhoses they are giving substantial assistance in the keeping of the private plot and are providing fodders and pastures for privately held livestock. The use of means of small-scale mechanization helps to facilitate labor on the private plot. The need to create the conditions so that every family, which lives

in the countryside, could have a private plot and keep livestock and poultry, is indicated in the Food Program. Unfortunately, the increasing demand for orchard and garden implements and power tools is far from being satisfied. In the countryside they are impatiently awaiting the arrival of small-scale equipment and means of small-scale mechanization.

The Leveling of the Differences in the Payment for Labor

The difference in the levels of income of the urban and rural population is being overcome owing to the increase of the pay for labor and public funds, as well as to the income from the private plot. These sources are in unity and complement each other. During the 11th Five-Year Plan the leading increase of the pay at kolkhozes is planned and the income of kolkhoz farmers will closely approximate the income of workers and employees (with allowance made for the income from the private plot).

The equalization of pay depends on the overcoming of the existing differences in the working conditions and the level of skill of the workers and on the more uniform use of the working time of kolkhoz farmers. At present the labor of kolkhoz machine operators, construction workers, stock breeders and specialists is paid for in almost the same way as at state enterprises. At the same time the level of pay of the different occupational skills groups at kolkhozes differs according to what kind of farm it is--strong, average or weak and in what natural and economic zone it is located.

The basis of the leveling of the differences in the payment for labor is the increase of its productivity. At kolkhozes and sovkhoses it is considerably lower than in industry, although this difference is decreasing. In 1965 the average monthly monetary wage of the workers of industry came to 101.7 rubles and that of sovkhos workers came to 72.4 rubles (a difference of 1.4-fold), while in 1981 it came respectively to 190.2 and 152.6 rubles (a difference of 1.24-fold). It is envisaged by the Food Program on the basis of the increase of labor productivity to ensure the convergence of the level of pay of the workers of agriculture and industry.

For the purposes of increasing the material interest the procedure and conditions of the payment of wage increments for a continuous length of service at the given farm have been extended to the workers of animal husbandry, additional leave has been introduced for them. Previously it had been established for tractor driver-mechanics of the corresponding zones. It has been recommended to kolkhozes to use the procedure of paying for labor and the benefits, which are stipulated for the managers, specialists and other categories of workers of sovkhoses.

Construction in the Countryside

Housing conditions hold an important place among the priority needs. Therefore the speeding up of the solution of housing problems is outlined by the Food Program. Many villages and towns are being developed with standard well-appointed apartment houses in combination with personal service and cultural enterprises. And all the same the need for housing is still not being completely met. The implementation of the decree of the CPSU Central Committee and the USSR Council of Ministers "On Measures on the Further Improvement of the Housing, Municipal,

Everyday and Sociocultural Conditions of the Life of the Rural Population," which was approved by the May (1982) CPSU Central Committee Plenum, is of great importance in the assurance of a fast rate of housing and general construction.

The instructions on the acceleration of the social development of the kolkhozes which are under worse natural and economic conditions are of particular importance. For these purposes allocations from the state budget for the construction of apartment houses and other cultural facilities, as well as intrafarm roads are being earmarked for them.

The leading construction of apartment houses with outbuildings, children's preschool institutions, clubs, libraries and other facilities for social and everyday purposes, enterprises of trade, public dining and consumer service is planned in rural areas. During the 1980's apartments houses with a total area of 378 million m², or 1.4-fold more than during the preceding decade, have to be built here. The level of municipal services--centralized water and heat supply, the sewer system--is increasing significantly.

The rapid development of industrial house building and the increase of the output of structural members of apartment houses of the farmstead type and the production of wood panel houses are conducive to the creation of modern housing conditions in the countryside. The preferential credits of the State Bank are considerably facilitating the financial aspect of individual construction. Nevertheless the general renovation of the available housing in the countryside is of a long-term nature, since a large number of outdated houses are privately owned.

Experimental villages serve as a model for new construction. Original settlements, which draw in national traditions and are integrally connected with the environment, are being built in many regions of the country. It has been possible to lend a unique architectural appearance to a number of central farmsteads of kolkhozes and sovkhozes. The improvement of rural development is making it necessary to make alterations in the previously outlined plans. For there are great differences in natural conditions, the specialization of the farms and the very forms of rural settlement.

In all the oblasts of the country there are villages with their modern developments. Such villages as Vertelishki and Lenino (Belorussia), Kodaki (the Ukraine), Shapshi (Tataria), Bauski and Roya (Latvia), Burevestnik (Kazakhstan), Daynava (Lithuania), Grigoropolisskaya and Vysotskoye (the Stavropol area), Selskaya Nov (the Moscow area) and others appear to be well-appointed and original.

The orientation of rural construction toward the farmstead type of housing system and toward the provision of families with well-appointed houses with private plots and outbuildings for domestic livestock and poultry and vehicles predominates. Today 80 percent of the area being built in villages is housing of the farmstead type. Its layout is being improved.

The construction business in the countryside performs important social functions.

The improvement of rural life and the creation of the maximum conveniences of life, which are combined with the rich environment, are a very important, extremely necessary matter. Much will depend on the finding of additional assets for nonproduction

construction at kolkhozes and sovkhoses when drafting the annual and five-year plans of economic and social development. Individual construction, including by the forces of contracting construction organizations, should be expanded.

The need for the extensive construction of well-appointed apartment houses and the utmost assistance to individual builders with financial and material resources and construction materials is indicated in the Food Program. Specialized enterprises and organizations for the improvement of the operation in the countryside of the available housing and municipal and personal service facilities are being created in conformity with the decrees which were approved by the May (1982) CPSU Central Committee Plenum. It is proposed to increase the assistance to builders by the allocation of financial and material resources, the necessary construction materials for this will be envisaged in the plans. The production of wood panel houses and sets of parts for rural construction will be increased. The capacities of the enterprises of the construction industry are being changed over to the production of apartment houses of the farmstead type.

In spite of the increase of the personal services being rendered to the rural residents, personal service in the countryside still lags considerably. Many complicated and difficult problems still exist here. It is envisaged by the Food Program to increase during the decade the volume of personal services in rural areas by twofold, to expand the acceptance and placement of orders for all the necessary types of personal services directly at kolkhozes and sovkhoses. The construction in accordance with modern plans of laundries, houses of personal services and combined receiving centers also has to be expanded considerably at them. The task has been posed to create specialized enterprises and organizations for the improvement of the operation of housing and municipal and personal service facilities in the countryside.

Among the extensive group of tasks, which are elaborated in the Food Program, the further development of the network of preschool and other children's institutions at kolkhozes and sovkhoses is especially indicated.

The Comprehensive Transformation of the Countryside

The comprehensive solution of the problems of the development of the countryside is called for by the Food Program. This is due to the objective strengthening of the interrelationship of the different aspects of rural life and to the increase of the entire set of needs of the residents of the countryside.

Different groups of rural residents respond differently to the question: Which is more convenient--to live in a large village and to go to remote places of work or to live in a small village and to go to the central settlement for personal and cultural needs?

The revival of economic and social life in rural areas depends to an increasing extent on transportation and the road system. Many examples confirm this. Thus, in Volnovakhiyskiy Rayon of Donetsk Oblast at one time they did not agree with the suggestion to demolish the old villages. On the contrary, here they carried out the stage-by-stage comprehensive transformation of the entire rayon. All the population centers were linked by a reliable road system and by transportation service. The residents obtained the opportunity to go more often to the city and to visit cultural institutions.

The Petrovskiy Sovkhoz of Dobrinskiy Rayon of Lipetsk Oblast was the initiator of the rapid building of asphalt roads. The expenditures on road construction not only were quickly repaid, but also provided a large economic and social impact. Today there are 265 km of asphalt roads in the rayon. They provide a reliable transportation link of the rural population centers with the rayon and oblast centers.

With each year the length of hard-surface roads is increasing. In three five-year plans it practically tripled. This is improving the conditions of the organization of cultural, personal, medical and trade service. However, the transportation links in rural areas are still poorly developed.

Great losses--economic and social--are occurring in the countryside due to the lack of roads. Just an external road system is inadequate for a village, intrafarm hard-surface roads are also necessary.

General Secretary of the CPSU Central Committee Yu. V. Andropov in the report "The 60th Anniversary of the USSR" revealed a very important aspect of the development of transportation and the road system, which bring the village closer to the city, promote to a considerable extent the attachment of personnel to the countryside and serve the familization of people with the achievements of socialist civilization in the broadest sense of the term.

During the 1980's about 130,000 km of public roads and 150,000 km of intrafarm roads have to be built. This is twofold more than during the preceding decade. In the next 10 years it is proposed to complete for the most part the construction of improved roads from the central farmsteads of the farms to their production subdivisions. By 1990 it is planned for the most part to ensure the reliable motor transport service of all kolkhozes and sovkhozes.

The fulfillment of the program requirement of the party on the convergence of the standard of living in the city and the countryside in many ways depends on the cultural service of rural workers. Cultural complexes, that is, associations under a common management of clubs, libraries, sports and music schools, have been created in hundreds of rayons. Now about 2,000 cultural complexes and more than 10,000 centralized club systems are in operation. Measures on the regular service of the residents of small population centers and the production sections of kolkhozes and sovkhozes with mobile means of cultural education and with portable movie projectors have been implemented in recent years.

However, there are many still unsolved problems. There are difficulties in the path of the more complete meeting of the cultural demands of rural residents. Many population centers still do not have permanent clubs. The urgency of the problem of staffs of rural cultural and educational workers has not been eliminated, although in the past 5 years the number of specialists at cultural institutions has tripled. The experience of strengthening the ties of urban cultural and educational institutions and professional collectives with rural cultural institutions and amateur collectives merits attention.

The most important vital need of people is their health. Now health service in the countryside has turned into an integral component of social life. During the past decade in the countryside the network of medical institutions was expanded.

Owing to the placement into operation of a significant number of outpatient clinics and paramedical obstetric centers at kolkhozes and sovkhoses the accessibility of medical assistance to rural residents is increasing. During the 1980's the rural medical service, which should guarantee to the residents of any village, even the most remote village, the accessibility of skilled medical assistance, will be improved. Therefore the construction of outpatient polyclinic institutions and drug-stores is being increased, steps are being taken on the staffing of medical institutions in the countryside with specialists. In 1985 the formation in the countryside of a "first aid" service should be completed everywhere. More medical equipment and medical motor transport are being sent to the countryside.

In some oblasts health service is being supported by the broadening of the base for physical culture and sports. Thus, in Omsk Oblast during the years of the 10th Five-Year Plan this base, in the creation of which the entire population participated, tripled.

Under present conditions the importance of the solution of social problems as a prerequisite of the further growth of the economy is increasing. There are no passive, insignificant elements in the completeness, the inseparability of material, technical, economic and social factors. In practice this is being ensured by the linking of the economic plans of production collectives with social planning. The plans of the social development of labor collectives are playing a great role in the improvement of life in the countryside.

By Combining the Efforts of Farms

However, within the limited framework of the farm many social problems cannot be successfully solved, since they are integrally connected with the development of the village and the rayon.

The improvement of the conditions and schedule of work, the development and civic improvement of the central farmsteads with all types of cultural and personal service of the population are being carried out purposefully in Bogorodskiy Rayon of Gorkiy Oblast on the basis of the comprehensive plans of kolkhozes and sovkhoses and of the entire rayon. During the past 10 years all the stock breeders here have been changed over to work during two shifts, on the average 11 apartments were built annually per farm. As a result the outflow has practically been halted and the demographic composition of the population has improved.

There are already many good examples of the implementation of the comprehensive plans of the development of rural rayons, in which rayon agro-industrial associations have been created. The combining of the forces of all farms, enterprises and organizations is making it possible not only to develop the economy, but also to implement important social measures. The comprehensive improvement of the living conditions of the workers of the countryside characterizes the activity of the Abashskiy Rayon Agro-Industrial Association of the Georgian SSR and the Vilyandiskiy and Pyarnuskiy Rayon Agro-Industrial Associations of the Estonian SSR.

With the creation of rayon agro-industrial associations social planning becomes more practicable and effective. Not only interfarm ties, but also the cooperation of farms in the spheres of personal service, culture, health service and sports are acquiring a more and more versatile nature. Preventive medical, cultural and

personal service institutions are being built on a cooperative basis, interfarm municipal service combines are being created. Interfarm sports associations have begun to be created. The cooperation of the assets and means of individual farms and enterprises of the rayon is at the basis of their activity. The diverse forms of social cooperation are aimed at the meeting of the vital needs of rural residents, especially young people. There are more and more of these farms, at which all the opportunities for a meaningful and interesting life are being created for a person.

When planning the social development of a labor collective, a village and a rayon not only innovations and new facilities, but also the preservation of the values of rural life and the cultivation of respect for physical agrarian labor and a love for the land and the native nature are taken into account. Ecological education has acquired particular importance. The relations of man with nature can be harmonious only when man not only uses its gifts, but also learns to understand the laws in accordance with which the surrounding world lives. But do not the considerate attitude toward the land, which is the provider, a love for rural labor and a sacred attitude toward grain deserve to be sensed by the worker of today and tomorrow?

A. V. Gorshkov, a well-known figure of the kolkhoz movement and chairman of the Bol'shevik Kolkhoz of Vladimir Oblast, said: "The kolkhoz is the common life of the peasants, life on the mir. It is desirable to preserve and increase the consciousness of the fact that you live on the mir and bear responsibility to it for your every action. This is an old village rule. Let it live."

It is important for all of us to support everything advanced, which contributes to the convergence of the city and countryside in the economic, social and cultural areas.

The Strengthening of Kolkhozes, Sovkhozes With Personnel

The Increase of Skills

Scientific and technical progress in agriculture is being accompanied by the increase of the occupational and skills training of personnel. Whereas previously the "universal kolkhoz farmer" and the unskilled laborer predominated in the countryside, today people of approximately 160 occupations and specialties work at kolkhozes and sovkhozes. At present in the countryside there are nearly 4.5 million tractor driver-mechanics and truck drivers and 1.6 million specialists with a higher and secondary specialized education. Whereas in 1970 the share of machine operators and specialists among all workers came to 16 percent, in 1980 it came to 24 percent. Today each farm accounts for more than 80 machine operators and 29 specialists.

New occupational groups of the residents of the countryside have formed: land reclamation workers, the workers of the agricultural equipment association, rural construction workers, agrochemists. The share of the rural population employed in industry, construction, transportation and services has increased.

In the early 1980's 27 million people--kolkhoz farmers, workers, specialists--were employed in agriculture. The people working directly in agriculture and forestry

made up 20 percent, while in 1970 they made up 25 percent. This decrease is first of all a result of the increase of labor productivity, which is connected with the increase of the technical potential of the countryside. And the faster the rate of scientific and technical progress is and the higher the level of the socioeconomic development of the country, the fewer people there are who are employed in agriculture. The increase of agricultural output should be ensured not by the increase of manpower resources and labor expenditures, but, on the contrary, on the mandatory condition of their considerable decrease.

The Training of Machine Operating Personnel for Agriculture by Occupations
(thousands)

	<u>1965</u>	<u>1970</u>	<u>1975</u>	<u>1981</u>
Total.	773	808	1234	1474
including:				
tractor driver-mechanics and tractor drivers	550	559	718	790
combine operators, combine operator-mechanics and assistant combine operators.	84	63	118	159
truck drivers.	63	95	184	206

In order for a person to actively assist scientific and technical progress, it is necessary to increase the level of education of the workers of agricultural production. The changeover to a compulsory universal secondary education has been completed in rural areas. In 1939 per 1,000 people of the population employed in agriculture among the workers 87 people had a higher and secondary (complete and incomplete) education, while among kolkhoz farmers 18 did (a difference of nearly fivefold), in 1982 respectively 800 and 655 did (a difference of 1.2-fold). Whereas prior to the Great Patriotic War only 1 working resident of the countryside in 16 had a higher and secondary (complete and incomplete) education, now 2 out of 3 do.

However, with the increase of the general educational level negative consequences appeared in places. Many graduates of secondary schools, for example, are not aspiring to go to work at stock farms. Why is this happening? Indeed, at kol-khozes and sovkhoses there are still many workplaces which do not require a high level of education. But this testifies that there are sections of production, which have lagged behind the requirements of the times, in which the organization of labor and the technology have become obsolete. Precisely they do not enable young educated people to use their knowledge fully. It is possible to overcome this discrepancy by the further mechanization of all processes. In this matter the contribution of rural young people themselves should also be significant.

The Attachment of Young People to the Countryside

Technical progress in agro-industrial production in many ways depends on young personnel. Young people are the tomorrow of the countryside. Now one-fifth of all the agricultural workers are young people up to the age of 30. A high education enables them to act as active participants in socioeconomic transformations.

Abundant experience in using the comprehensive approach to the matter of training rural young people has been gained in Kostroma Oblast. Here the labor collective, the school, the family and the entire community are actively participating in this

matter. Labor education has been organized starting with the first grade, while agricultural equipment is studied starting with the fourth grade. The labor skills acquired by school pupils are then extended in student production brigades and are improved to the obtaining of a specific specialty.

Parents also participate in the work on vocational guidance. In the Kostroma villages there are many labor dynasties and family links. Schools and farms compete for the best organization of the labor training of young people. Much is being done to improve the standards of labor. And as a result boys and girls are staying to work in the countryside, where their labor is appreciated, where it is meaningful and interesting to work.

Now the noble initiative of the graduates of the secondary schools of Kostroma Oblast has received extensive support among the Komsomol members, boys and girls of the country.

A set of measures on the attachment of young people to the countryside is being developed in practice. It includes the instilling in children of a sense of affection for their native land and their education on the basis of the remarkable labor traditions of the kolkhoz village. Student production brigades, farmer dynasties, family machine operating crews, labor associations of school children and other forms are contributing to the active involvement of boys and girls in agricultural production. All the educational means are called upon to instill in young people a love for agricultural occupations and to develop and support their patriotic aspiration to work at kolkhozes and sovkhozes.

The need to step up the work on the vocational guidance of youth was emphasized at the 26th congress. In this the influence of parents is no less significant than the influence of the school. In sample surveys approximately one student in three admitted that the choice of a future occupation was suggested to him by his parents.

The network of secondary schools in the countryside has grown significantly. The number of schools and groups with an extended day and school boarding houses has increased. During the 1980's the work on the strengthening of the educational base will be continued. During the 11th Five-Year Plan general educational schools for 2.3 million students will be built in rural areas, while during the 12th Five-Year Plan schools for approximately 14-17 percent more will be built. It is intended to change rural schools everywhere over to a one-session schedule.

The graduates of general educational schools, who were members of the student brigades, can now enroll in the preparatory divisions of agricultural institutes without a 1-year length of service. It is also recommended to use more extensively in practice the sending of young people for studies to higher educational institutions and tekhnikums by means of stipends of kolkhozes and sovkhozes.

Approximately half of the total regular labor force for kolkhozes and sovkhozes is trained at rural vocational and technical schools, which have an educational and material base and are staffed by experienced instructors. The further development of the network of vocational and technical educational institutions and the increase of the graduating class of skilled workers with a secondary education are envisaged for the period to 1990. The importance of this work is not limited to the qualitative improvement of the composition of personnel of the mass occupations. It has

a substantial influence on the transfer of manpower from densely populated rayons, in which there is a surplus of workers, to other rayons and sectors of the national economy.

Skilled workers are also being trained directly at kolkhozes, sovkhoses and other agricultural enterprises. Whereas in 1965 at kolkhozes 263,000 people were taught new occupations, in 1981 394,000 were, respectively 700,000 and 2,809,000 people increased their skills. The supply of agriculture with skilled personnel to a considerable extent is still being ensured by means of course training.

The Education and Training of Personnel

Today the question of the economic effectiveness of various forms of the training of the regular labor force is being actively discussed. For all it is obvious that it is different. At one time under the conditions of partial mechanization the practice of training assistant combine operators and workers of animal husbandry by the method of individual instruction justified itself. Today the short-term instruction of workers without the appropriate theoretical training does not give the workers the modern knowledge which scientific and technical progress requires of them. Calculations show that the expenditures on the training of machine operators through short-term courses are recovered in 6 years, while at schools of the system of vocational and technical education with an instruction period of 1 year they are recovered in 14 months.

The increase of the skills of machine operators is one of the important reserves of the increase of labor productivity. With the transition from the third to the first class the output of a machine operator increases by 25-30 percent. The on-the-job forms of instruction in the next few years will ensure more and more the training of a significant number of skilled personnel.

The May (1982) CPSU Central Committee Plenum approved the decree of the CPSU Central Committee, the USSR Council of Ministers and the AUCCTU "On Additional Steps on the Attachment to Kolkhozes, Sovkhoses and Other Agricultural Enterprises of the Workers Employed in Animal Husbandry." It calls for the extension to the workers and kolkhoz farmers, who work in animal husbandry, of wage increments for a continuous length of service at the given farm and additional leave.

Each labor collective has its own specific nature in the organization of the training and increase of the skills of personnel, it also has its own problems. The experience of the leading farms, at which a clearly developed system of the training of personnel of different occupations has been formed and measures of moral and material stimulation, which are conducive to their attachment to kolkhozes and sovkhoses, are being used, should be utilized more extensively.

The workers of mental labor, the number of whom is continuously increasing, hold an important place among the workers of the countryside. This is dictated by the needs of scientific and technical progress and by the development of education, health services and culture in the countryside. Whereas in 1959 the proportion of employees in the employed rural population came to 9.4 percent, in 1979 it had increased to 15 percent.

At agricultural enterprises the number of specialists with a higher and secondary specialized education increased during the 1970's by twofold. There are 27 certified specialists per kolkhoz and more than 30 per sovkhov. Today 96.7 percent of the chairmen of kolkhozes, 99 percent of the directors of sovkhovs and 97.6 percent of the chief specialists have a higher and secondary specialized education. The specialists and managerial personnel of kolkhozes and sovkhovs are making a great contribution to the implementation of the agrarian policy of the party. Today for the most part experienced, competent, professionally trained people are in charge of kolkhozes and sovkhovs. They are capable organizers of production and educators of the labor collectives.

The certification of personnel, which was introduced in 1974 and is carried out periodically once every 3-5 years, is playing a significant role in the education of specialists and the increase of their responsibility for practical actions.

Measures on the reinforcement of all the sections of kolkhoz-sovkhoz production with well-trained managers and specialists have been outlined, and particular attention is directed to the improvement of the composition of the workers of the middle level, so that in the next few years the departments, shops, sections, brigades and farms would be headed, as a rule, by people with a specialized education.

Many specialists of rayon, oblast and republic organizations have expressed the desire to transfer to a job at kolkhozes and sovkhovs. This good initiative is finding more and more extensive support among the workers of administrative organs and organizations for the service of agriculture. The transfer of the managers and specialists of the leading collectives to economically weak farms, which have a low profitability, is also being encouraged.

The corresponding material stimuli and benefits are being aimed at the attachment of highly skilled personnel at kolkhozes and sovkhovs. It is deemed necessary by decisions of the party and government to increase the level of their pay and to ensure the priority sale of materials for housing and individual construction, passenger cars and motorcycles. A system of the payment of bonuses to managerial personnel and specialists for the improvement of the economic indicators of farms is being introduced. The honorary title "Honored Worker of Agriculture of the USSR" has been established.

The personnel of agriculture, by improving their skill and knowledge and by using all reserves skillfully, are called upon to actively implement the agrarian policy of the party.

As was emphasized at the November (1982) CPSU Central Committee Plenum, the workers of the agro-industrial complex must from day to day increase their efforts and work so that the enormous assets, which have been allocated for the fulfillment of the Food Program, would provide a return already today and an even greater return tomorrow.

At the classes on this theme it is important to analyze the changes which have occurred in the living conditions of kolkhoz farmers and sovkhov workers, the changes in the occupational skills structure of the personnel of the farm, the causes of the turnover of personnel and the means of eliminating them, the means of creating stable collectives and increasing the effectiveness of the patronage assistance to

the countryside. The fulfillment by the students of the practical assignments, the themes of which were published in No 45 of EKONOMICHESKAYA GAZETA for last year, will assist such an analysis. It is desirable to compare the obtained data with the neighboring and leading farms.

The previously prepared diagrams and tables, which characterize the socioeconomic changes at the kolkhoz and sovkhoz in recent years, can be a good aid for the classes.

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CSO: 1828/65

LABOR

ENTERPRISE INCENTIVE FUNDS DISCUSSED

Moscow FINANSY SSSR in Russian No 1, Jan 83 pp 20-24

[Article by Candidate of Economic Sciences V. T. Parasochka, chief of a sector of the Scientific Research Institute of Finance: "The Incentive Funds of Enterprises and Production Associations"]

[Text] The economic stimulation funds, which are formed by means of the profit of enterprises and production associations, play an important role in the improvement of the activity of production collectives and the formation of the monetary income of the workers. The absolute amounts of the funds are steadily increasing: according to the data of the USSR Central Statistical Administration, in 1970 in industry they came to 8.7 billion rubles, in 1980--16.2 billion rubles. During the same period the material incentive fund increased from 3.7 to 6.7 billion rubles, the fund for sociocultural measures and housing construction--from 1.6 to 2.3 billion rubles, the production development fund--from 3.3 to 7.3 billion rubles.

The growth rate of the funds is leading the growth rate of the production volume, labor productivity and the profit. Whereas the production volume in industry increased during the past two five-year plans by 1.78 fold, labor productivity--1.56 fold and the profit--1.31-fold, the funds increased by 1.86-fold. During the 10th Five-Year Plan this increase slowed slightly--126.4 percent, but as in the past it leads the increase of production--124 percent, labor productivity--117 percent and the profit--111.1 percent. The share of the economic stimulation funds in the profit increased from 15.5 percent in 1970 to 22.2 percent in 1980, including the material incentive fund--from 6.7 to 9.2 percent, the fund for sociocultural measures and housing construction--from 2.9 to 3.1 percent and the production development fund--from 6 to 9.9 percent. In this connection the share of the profit, which is being left at the disposal of enterprises and production associations, is becoming larger and larger.

The material incentive funds of enterprises and associations along with the wage fund and special-purpose bonus funds (assets for the payment of bonuses for exports, for turning over ferrous and nonferrous scrap metal, the fund of consumer goods made from waste products and others) make up the aggregate fund for the payment for labor in industry: the wage fund made up the largest share--91 percent, in second place is the material incentive fund--7 percent, in third place are the special-purpose bonus funds--2 percent. On the average in 1980 181.8 rubles were paid per worker from the material incentive fund.

The procedure of forming the economic stimulation funds and using them has been constantly improved. During the 8th, 9th and 10th Five-Year Plans the mechanism of their formation was distinguished by the following basic features: a specific set and number of fund-forming and fund-adjusting indicators, methods of coordinating the indicators with the funds, methods of stimulating counterplans, the level and content of the standards of contributions. The directions of the use of the funds, the contingent of those being paid bonuses, the indicators, conditions and standards of the payment of bonuses and rewards were also made more precise. The changes concerned to a greater extent the mechanism of the formation of the funds and to a lesser extent the procedure of their distribution and use.

Practical experience has shown that these funds to a certain extent interest the production collectives in the fulfillment of the plan and the improvement of the basic indicators of the activity of enterprises. The closer connection of the amounts of the bonuses and rewards, which are paid from the material incentive fund, with the results of the work of the enterprise, the shop, the section and the brigade contributed to the increase of the activeness of the workers and the engineering and technical personnel in the identification of the reserves of the growth of production and the increase of its efficiency.

In conformity with the decree of the CPSU Central Committee and the USSR Council of Ministers "On Improving Planning and Strengthening the Influence of the Economic Mechanism on Increasing Production Efficiency and Work Quality" of 12 July 1979 the mechanism of the formation of incentive funds during the 11th Five-Year Plan has undergone substantial changes. In particular, the role of the incentive funds in the stimulation of five-year and annual counterplans has increased; the choice of fund-forming indicators has been enlarged; quality indicators have a dominant influence on the formation of the funds; the profit is becoming not only a source of the formation of the funds, but also an indicator which influences their amount; the stimulating effect of the incentive funds on the fulfillment of the plan on deliveries of products has increased.

During the 11th Five-Year Plan the increase of labor productivity and the proportion of output of the highest quality category in the total volume of its production are the fund-forming indicators. Other, both volumetric and qualitative fund-forming indicators: the increase of the output-capital ratio and the shift coefficient, the level of the profitability, the decrease of the product cost, the increase of the production of output in value terms, the production of output in physical terms, can also be established with allowance made for the peculiarities of the individual sectors of industry.

Other factors also have an influence on the amounts of the funds. Thus, the material incentive fund is increased due to: the exceeding of the plan of the profit; the fulfillment of the plan of deliveries of products; the proportion of consumer goods of the highest quality category (goods with the State Seal of Quality) in the total volume of the production of output; the additional production of consumer goods; the receipts from the reserve (the centralized material incentive fund) of the superior organization; the transfers to the material incentive fund of the unused saving on the wage fund; the additional profit obtained by the enterprise from the sale of new, highly efficient products and products with the State Seal of Quality (the markups for quality); the transfers from the decrease of material expenditures as compared with the set limit. The material incentive fund is reduced

in case of the nonfulfillment of the plans of the profit and deliveries, an increase as compared with the plan of the proportion of products of the second quality category in the total production volume, as well as in case of the return to production associations and enterprises of consumer goods because of their low quality.

In the majority of sectors of industry the labor productivity and the proportion of products of the highest quality category in the total production volume are the fund-forming indicators. The overwhelming portion of the funds of enterprises is formed in accordance with these two indicators, and each of them has approximately the same "force" in the formation of the funds. The remaining indicators--the profit, the sales volume of products with allowance made for deliveries and others--are used mainly for adjustments. As a rule, their influence is negligible, but there are instances when they substantially increase or decrease the amounts of the incentive funds.

The experience of using the system of fund formation during the years of the 11th Five-Year Plan for the present is little, and it is too early to evaluate its effectiveness. But it is now already possible to note some shortcomings and to outline means of eliminating them. The system is complex, unwieldy and hard for the workers of enterprises to understand. In particular, the procedure of determining the standards of the formation and the amounts of the incentive funds when drawing up the draft of the five-year plan for 1981-1985 on the basis of the control figures, which are reported to the ministries, associations and enterprises, is complicated. A number of fund-forming and fund-adjusting indicators and factors are used in the system. The supplementary indicators and factors of the increase (decrease) of the incentive funds have a negligible influence on the amount of the funds, but substantially "encumber" the mechanism of fund formation and decrease its effectiveness.

During the 10th Five-Year Plan counterplanning did not receive extensive dissemination: there was no comprehensive approach; counterplans were adopted, as a rule, for one or two indicators, mainly volumetric indicators; the levels of the indicators were low; counterplans were virtually not adopted for the profit.

During the 11th Five-Year Plan it is envisaged to increase the planned amounts of the funds for each point (percent) of the exceeding of the assignment of the five-year plan on the increase of labor productivity in accordance with the standards, which have been increased by threefold, while the standards, which are set for the level of the output-capital ratio and the profitability, are increased by 1.5-fold. In the case of the exceeding of the assignment on the increase of the proportion of output of the highest quality category in the total production volume the material incentive fund is being increased according to the standard, which is equal to 3 percent of the material incentive fund of the corresponding year of the five-year plan.

In spite of the increase of the role of standards and the incentive funds in the stimulation of counterplans, during the first years of the 11th Five-Year Plan counterplanning did not find proper use. This is occurring because the factors, which counteract the adoption of counterplans, as in the past are stronger than the stimulating role of the funds and the moral factor, taken together. What are these factors? First of all there is the lack of a scientifically sound methodology of compiling counterplans: the impossibility to measure by existing methods their

intensity, in connection with which at some enterprises "the plan with allowance made for the counterplan" is lower than "the plan without regard for the counterplan." Moreover, the increase of the funds by 2-3 percent for the adoption of a counterplan, in point of fact, does not influence the wage of the workers and employees of enterprises, since the share of the material incentive fund in the wage is small. The stability of material and technical supply is also being upset, the plans of deliveries are not always balanced with the plans of production.

The indicator of labor productivity, which is calculated on the basis of the new volumetric indicator--the standard of the net output, the use of which influences the decrease of the materials-output ratio, which leads to an increase of the efficiency of social production--is being used among the fund-forming indicators.

Calculations show that the stimulating effect of the funds on the increase of labor productivity is negligible. The reason for this consists in the fact that the corresponding standards of the formation of the material incentive fund are calculated on the basis of the increase of the indicator of labor productivity, and not its increment. It turns out that it is all the same to the enterprise whether an increase of labor productivity by 3 percent or 7 percent has been achieved. The additional increment in the amount of 4 percent (7-3) increases the funds by only 2 percent. Consequently, the standards of the formation of the material incentive fund for the increase of labor productivity, which have been set for the 11th Five-Year Plan, are understated and do not have the proper stimulating influence. As the analysis shows, the standards of the formation of the material incentive fund for the proportion of output of the highest quality category in the total production volume are sounder. But they should also be improved, since when the proportion of the output of the highest quality category in the total production volume approaches 70 percent (and more), the stimulating role of the standards decreases.

During the 11th Five-Year Plan the percentage of the fulfillment of the plan on the sales volume of products with allowance made for deliveries is one of the main evaluation indicators. The amounts of the incentive funds and the bonuses to managers, engineering and technical personnel and employees depend on the level of fulfillment of this indicator. The instructions on the procedure of taking into account the fulfillment of the assignments and obligations on deliveries of products and goods in conformity with the concluded contracts during the evaluation of the activity and the economic stimulation of production, supply and marketing and trade associations, enterprises and organizations, which were approved by USSR Gosplan, USSR Gosstat, the USSR State Committee for Labor and Social Problems, the USSR Ministry of Finance, the USSR Central Statistical Administration and the AUCCTU on 24 August 1981, went into effect on 1 January 1982. In it the maximum percentage of the nonfulfillment of the plan of the delivery of products, which is uniform for all enterprises, is specified--not more than 2 percent, in exceptional cases--up to 3 percent. On this basis a uniform scale of the decrease of bonuses was established.

Some managers of enterprises and production associations regard the new scale as very rigid. It should be recalled, however, that the fulfillment of the assignments and obligations on deliveries of production in the amount, on the dates and in accordance with the products list in conformity with concluded contracts is the duty of production collectives, the permissible nonfulfillment of -3 percent, in case of which the bonus is paid in a lower amount, is, in essence, a break for the

enterprises and associations. The use of the new scale should ensure in the case of an identical level of the nonfulfillment of contractual obligations an equal degree of responsibility of the enterprises and production associations. It is also envisaged by the instructions that in the case of the nonfulfillment of the assignments and obligations on deliveries of individual types of products for production engineering purposes, which are of great national economic importance, the bonuses to the managerial personnel of associations, enterprises and organizations for the basic results of economic activity are not paid regardless of the established maximum percentage.

The fact that the fulfillment of the assignments and obligations on deliveries of products in conformity with concluded contracts is taken into account not only during the economic stimulation of enterprises, but also during the evaluation of the results of their economic activity, is important. When tallying the results of the all-union and republic socialist competition the Challenge Red Banners, as well as the first, second and third prizes are not awarded to associations, enterprises and organizations in case of their nonfulfillment of the assignments and obligations on deliveries of products in the amount, on the dates and in accordance with the products list in conformity with the concluded contracts.

When analyzing the connection of the indicator of the fulfillment of the plan of deliveries of products with the material incentive fund and the amounts of the bonuses, it is possible to note the following. For the fulfillment of the plan of deliveries the fund is increased quite substantially (the material incentive fund, which is stipulated for the corresponding period in the financial plan, is increased by up to 10 percent). For the nonfulfillment of the plan of deliveries it is decreased negligibly, since the set standards of the decrease of the funds for each percentage of nonfulfillment are low. Thus, for enterprises, which have achieved the 95 percent (or greater) fulfillment of the plan of sales of products with allowance made for deliveries, the violation of the economic contractual obligations has a negligible influence on the level of the funds. A differentiated approach is necessary when establishing the standards--their amounts should be increased and be coordinated with the percentage of fulfillment of the volume of sold products with allowance made for deliveries, which was achieved during the base year; the bonuses of the managers, engineering and technical personnel and employees of enterprises and production associations for the violation of the terms of economic contracts are decreased according to a strict scale and interest the production collectives in the fulfillment of the plan of deliveries.

The task of increasing the interest in saving material resources is important. With each year the decrease of material expenditures is having a greater and greater influence on the increase of the national income, these expenditures make up 60 percent of the value of the gross national product. In this connection when forming the incentive funds it is necessary to use more extensively the indicator of the product cost, which reflects the efficiency of the use of material and manpower resources in production. It is advisable to use it for the formation of the incentive funds first of all in the materials-consuming sectors, as well as at unprofitable enterprises and enterprises with a low profitability.

Starting in 1983 the dependence of the economic stimulation funds of enterprises and production associations on the level of material expenditures per ruble of output (work) is being established. These funds will be increased by the amount of

the saving obtained due to the decrease of the material expenditures as compared with the approved limits. In case of the exceeding of the limit the contributions to the funds are decreased, but not by more than 25 percent. The close connection of the amounts of the economic stimulation funds of enterprises with the saving of material resources will promote the economical consumption of raw materials and materials, the reduction of waste products and the elimination of losses.

As has already been noted, the increase of the economic stimulation funds is leading the increase of the indicators of the development of industrial production. The question of the validity of the lead is arising. In our opinion, such a tendency should not exist. For the purpose of the closer coordination of the amounts of the material incentive fund with the indicators of the development of production and the increase of the commodity turnover it is advisable to establish the following restrictions. First, the proportion of the material incentive fund with respect to the wage fund both in the plan and in fact should not be greater than the level of this indicator during the base year. Second, the increase of the funds, as a rule, should not lead the increase of the profit of enterprises and production associations. If these conditions are observed, the economic stimulation funds and first of all the material incentive fund and the fund for sociocultural measures and housing construction will increase in conformity with the increase of the indicators of the development of production.

The assets intended for payments, which differ in their economic content, are concentrated in the material incentive fund. About 45 percent of all the assets of this fund are used for the payment of current bonuses to the workers. The other portion, which makes up 55 percent of its amount, is intended mainly for special-purpose, one-time types of incentives. These are not regular, but one-time bonuses and rewards in accordance with the results of the year. The differences in the amounts of the current bonuses of engineering and technical personnel, which are not always sound, are very significant with respect to sectors and enterprises. In our opinion, the differentiation of the amounts of the bonuses by sectors, associations and enterprises should be more well reasoned.

Starting in 1983 the payment of bonuses to the managerial personnel and employees of production associations and enterprises is being made dependent on the level of the material expenditures per ruble of output as compared with the approved limit with allowance made for the fulfillment of the assignments on the product cost by the association and enterprise as a whole. The bonuses of the managers of the subdivisions of enterprises are also being coordinated with the economy of material expenditures with allowance made for the fulfillment of the plan assignments on the production cost by the corresponding subdivision. The dependence of the amount of the bonuses of the managerial personnel of enterprises and their structural subdivisions on the indicators of the use of material resources will promote the increase of production efficiency.

Often the collectives of enterprises, having fulfilled the plan for three quarters and having received bonuses, do not fulfill the annual assignments. The annual reward should play an important role in the stimulation of the fulfillment of the annual plans of enterprises. For the increase of its effectiveness it is expedient to use not the plant, but the sectorial scale of the reward for the results of work. In the plant scale the amount of the rewards is not coordinated everywhere with seniority, the differentiation in the levels of the reward by enterprises is

large. The amount of the annual reward should be increased, having additionally allocated for these purposes a portion of the assets which are presently being used for the payment of current bonuses.

It should be recalled, however, that the wage fund, which constitutes the dominant portion in the total fund of the payment for labor, plays a decisive role in material stimulation. The slight underestimation of the wage fund in the stimulation of the collective results of the activity of enterprises, which has existed so far, limits its role in the development of production. Great possibilities of the increase of the effectiveness of the system of material stimulation lie in the improvement of its formation and especially its use. In our opinion, the bonuses of workers, which are paid from the wage fund, should be connected more closely not only with the fulfillment of the quantitative indicators of the plan, as is presently being done, but also with the efficient, economical use of material resources.

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CSO: 1828/64

LABOR

TRAINING, UTILIZATION OF CONSTRUCTION LABOR DISCUSSED

Moscow PLANOVOYE KHOZYAYSTVO in Russian No 1, Jan 83, pp 99-103

[Article by A. Kunitsa, candidate of economic sciences, entitled: "The Experience of the Training and Utilization of Manpower in Construction"]

[Text] In the modern conditions for raising labor productivity in construction and improving the quality of work, the introduction of progressive forms of production organization and the training and rational utilization of manpower are of great significance. The development of integrated special purpose programs for the mechanization of manual labor acquire special urgency.

In the creation and realization of an integrated program for the reduction of the employment of workers in manual labor during 1981-1985, sharp vacillations were discovered in the Glavkavminkurortstroy [Main Administration for the Construction of Mineral Health Resorts in the Caucasus] in the level of its use in the various subdivisions. Calculations show that an increase in the level of mechanization of construction-installation operations up to the average indicators for the Main Administration will make it possible to free approximately 600 people, who can be used to replenish the subdivisions experiencing a shortage of people.

Regardless of the fact that the level of mechanization fluctuates within the limits of 80-90 percent, the share of purely mechanized labor in the total labor expenditures constitutes a total of about 45 percent. It is especially low in plaster, but also in earth, concrete and painting work. The break is caused by sharp differences in the level of productivity of manual and mechanized work. In the enumerated types of work there are significant expenditures of manual labor in mechanized processes, which are not being taken into account at the present time, since the level of mechanization is determined only on the basis of the leading operation. Thus, according to data of statistical reports, earth work is practically fully mechanized. In actual fact it turned out that of 280 people engaged in such work 130 were working manually. An important share of the manual labor is determined by the incompleteness of the planning decisions of the underground part of buildings and by complications of the designs of foundations; some work operations are envisaged in the estimates as being carried out manually, although this could be avoided by the wider use of pile foundations and the mechanized surface conditioning of the bottom of trenches and foundation pits.

Most labor-intensive are painting and finishing work. Here the share of manual labor is in excess of 70 percent. At the present time proposals have been put together for the mechanization of the majority of operations, but nevertheless the brigades are not fully equipped with the means of small mechanization, there is a shortage of instruments and devices, and the qualifications of the workers are insufficient. The increase in labor productivity is also held back by the fact that the concrete and joiner's products turned out by the house-building combines and the Zhelezobeton [Reinforced Concrete] Production Association are prepared and painted at the building site. The house-building combine alone employs 230 people every year for this type of work since lines for the finishing of articles and designs do not exist. At the present time the reconstruction of a number of enterprises of the Zhelezobeton Production Association is being completed, as well as the industrial base of the house-building combine in Pyatigorsk. This will make it possible to reduce sharply the labor intensiveness of finishing work.

The difference in the levels of the use of manual labor in finishing types of work leads to a disproportion in the rates of their execution, to the deficit of certain professions of workers, especially decorators, and in the final analysis to the increase in the duration of the construction of buildings and installations. Even in the projects of fully prefabricated construction, the period of finishing work exceeds the period of the assembly of the basic structures. That situation is one of the reasons for the development of a considerable volume of unfinished construction.

During the past five-year-plan work was done in the Main Administration for the Construction of Mineral Health Resorts in the Caucasus in regard to the mechanization and reduction of manual labor through the use of the means of small-scale mechanization, progressive instruments and devices, which influenced the change in the qualification structure of the workers. If in 1975 the average category of workers was equivalent to 3.29, in 1980--to 3.7. Moreover, the proportion of unskilled workers decreased from 19.4 to 17.7 percent, but that of skilled workers increased from 51.5 to 54.3 percent. The basic directions of the reduction of manual and unskilled labor during the current five-year-plan are envisaged by the Main Administration for the Construction of Mineral Health Resorts in the Caucasus in the integrated program entitled "Progress". Its realization will secure a significant reduction of the volume of manual labor. It is planned to equip 60-70 percent of the brigades engaged in basic construction-installation work with standard [installation] kits (normokomplekt). It is being planned to introduce 103 kits, as well as such new machines and progressive means of mechanization as mobile roofing installations and units for the application of mastic, plastering stations of the "Salyut" [Salute] type, UShS and UShS-6 [not further identified], puttying and painting units, semi-automatic machines for the cutting out of wall paper, self-propelled grinding machines, and containers for various construction materials and articles.

The containerization and packaging have an important influence on the reduction of manual labor and the increase of its productivity in transportation and loading and unloading operations and constitute an important source of saving by virtue of the better preservation of materials. Measures are also envisaged for the lowering of the share of manual repair work by means of the introduc-

tion of the unit and assembly methods of their output and the carrying out of capital repair of machines in specialized plants.

A reduction in labor intensiveness is expected with the installation of unified frame and panel buildings of the series IIS-04 and the use of industrial gypsum fiber partitions, excluding the structure of frames and the plaster. The reduction of the share of manual labor in monolithic house-building will be secured through the mechanization of transportation and packing of concrete mixture in walls and floors. For the vertical feeding of concrete (at a height of up to 31 meters) ready-mix delivery trucks with an output of 80 cubic meters per hour are used. The further industrialization of decoration work is envisaged through the use of facing slabs of natural stone and gypsum-perlite slabs for the finishing of walls when suspended ceilings are installed.

The so-called stepped system, approved by the USSR Ministry of Industrial Construction and the Central Committee of the trade union of the sector, is becoming the basic form of the training of builders. Its advantage lies in the fact that it arms those who are being trained with knowledge of the most advanced technological processes and the general principles of construction and equipment in a differentiated way--depending on the conditions of construction output, the content of labor according to every profession, the qualifications of the workers, as well as changes in their production functions. The training is divided into three stages (levels). In the first of them, for example, the installer of steel and reinforced concrete structures masters the basic profession of beginning skill and receives 3rd category. A program of theoretical and production training is set forth in full volume. In the second stage (after one or two years of work in the basic profession) the worker, without discontinuing his work, studies in courses to increase his skill category in a training course combine. Here he raises his level of theoretical knowledge and passes a qualification test, at first for the 4th, and after some time later for the 5th category of installer. Parallel with the course to improve the basic profession, the related profession of electric welder of manual arc welding of the 3rd category is mastered. Theoretical and production training is conducted in accordance with a reduced program. In the third stage of the training, the worker attains the higher qualification of installer of steel and reinforced concrete construction of the 6th category and at the same time raises his qualification as electric welder of manual arc welding to the 4-5th categories and in addition masters the profession of cargo sling operator of the 3rd category. The training of other workers is conducted in an analogous manner. Thus the plasterer at first receives theoretical knowledge and production skills in terms of his basic profession, and having accumulated experience masters on a parallel basis the related professions of painter and facing worker-tile layer. In so doing the training periods become shorter in proportion to the acquisition of craftsmanship, and the expenditures for the given goals become less. For example, those who are being trained for the 5-6th categories do not have to go through a full-scale course of such subjects as the economics of construction, electrical engineering, general science of materials and others, which can be reduced to individual consultations. For with every time the material of the special disciplines is set forth more profoundly and comprehensively, and more knowledge of the technology of modern construction output is accumulated.

The introduction of the stepped system of the training of workers of a broad profile presupposes the obtaining of new professions or an increase in the skill category in conformity with the plans of the professional growth of the labor collective. In the opposite case, a disparity may develop, i. e., the excess of the demand for workers in some professions and a shortage in others, which is reflected negatively in the [growth] rates and quality of construction.

In the Main Administration for the Construction of Mineral Health Resorts in the Caucasus purposeful organizational work is being carried out with respect to the broad dissemination of a new form of brigade cost accounting in regard to the following basic directions: The planning of the introduction of the brigade contract; the realization of organizational-technical measures for increasing the efficiency of construction output; the extension of methodical and practical assistance to construction collectives; and the improvement of the organizational forms of the brigade contract. For the coordination of the activity in regard to its introduction, the "Podryad" [Contract] Program has been developed and is functioning in the Main Administration. It promotes the creation of conditions for the mass transfer of brigades to the new form of cost accounting in construction organizations, in enterprises of the construction industry and in motor vehicle transport, it contributes to the strengthening of the role of lower collectives in the administration of production and the utilization of reserves. The program envisages tasks in regard to the inclusion of the brigade form of cost accounting, the volume of construction-installation work carried out by them, the reduction of their production cost, and the growth of labor productivity. The tasks are distributed by trusts, house-building combines and other construction organizations, both in terms of the above-mentioned indicators and in terms of the types of construction (industrial, housing, social-cultural and domestic, sanatorium and agricultural). A functional plan has been established for the activity of departments and services of the Main Administration and its structural subdivisions in coordination and interaction with the long-term programs of the USSR Ministry of Industrial Construction. To provide methodical and practical assistance, as well as control over the introduction of the brigade contract, coordinating councils have been established and are functioning in the Main Administration, the trusts and the house-building combines, and in the construction administrations--groups. In the Orgtekhstroy Trust [Trust for the Organization of Technical Construction] a department for the introduction of the new form of brigade cost accounting is functioning, in the work of which staff members of the standards research station are taking part.

The measures being realized by the Main Administration and its subdivisions secured the realization of the tasks with respect to the brigade contract set by the USSR Ministry of Industrial Construction in 1981, and this, in turn, made it possible to fulfill the state plan and the socialist obligations that had been accepted. The volume of construction-installation work carried out by contract brigades came to 18.8 million rubles or 42.8 percent of their total volume (in the presence of a task of 32 percent). The economy achieved for 67 finished projects, stages and complexes of work came to 281.400 rubles.

In 1982 the introduction of the multiple brigade contract according to the plan "plant--transportation--construction project" was continued in the subdivisions

of the Main Administration. This method is being used in the installation of residential houses in the cities of Caucasian Mineral Waters, the heat-power engineering complex in Pyatigorsk, and the Kavkaz Hotel in Kislovodsk. The new form of brigade cost accounting is being disseminated in the industrial enterprises of the Zhelezobeton [Reinforced Concrete] Production Association and in the Kavminstroytrans [not further identified] motor vehicle association. The brigades of drivers who work on a contract basis are engaged in the transport of marketable solution and concrete, as well as inert materials. To accelerate the preparation of the documentation by the contract brigades and to simplify the calculations, there is an increase in the volume of work with the use of the electronic computer of the information and computer center of the Main Administration. The further extension of the construction brigades is being carried out and a system is being created for their current and production-operations planning and production-technological completion.

The introduction of an integrated system of engineering preparation of construction output on the basis of the improvement of operations planning and production-technological completion in the enlarged brigade is envisaged, first of all, for the installation of underway and especially important projects of the five-year-plan.

One of the progressive forms of socialist competition is the competition of related collectives according to the principle of the "Workers' Relay Race", whose slogan is: From mutual claims--to mutual assistance and support. The experience of the competition on the basis of agreements of labor collaboration, first introduced in the construction of the Lesnaya Polyana [Forest Clearing] Sanatorium, the Priozernyy [Lake] Boarding School, and the dairy plant in Pyatigorsk, was applied in 1981 in the construction of the House of Domestic Services there, joint cleaning installations, a heat power engineering complex, the Rodnik [Spring] Sanatorium, and other projects in the cities and resorts of the Caucasian Mineral Waters. The utilization and development of this type of competition made it possible to unite the efforts of general contractors, subcontracting organizations, the client and the planners for the attainment of the final goal--the timely introduction of the planned projects. In the construction of the indicated projects basically the brigades of the leading professions of general contracting and subcontracting organizations were engaged, which took a direct part in the adoption and realization of the joint obligations. For this reason the brigades had concrete tasks and a common goal, which contributed to the increase of responsibility and the growth of labor productivity.

In order to attain the highest labor productivity and the dissemination of its advanced methods, competitive socialist competitions are held under the title of "The Best in the Profession", as well as construction and inter-construction schools on the basis of process charts and labor process charts with the use of progressive standard kits of tools and devices. In 1981 in the construction of the most important projects in regard to painting, facing, plastering, installation and monolith work, approximately 700 people were included with the participation of the advanced brigades of the leading professions in such schools.

A significant reserve for increasing the efficiency of the use of manpower is the strengthening of labor discipline. Annual research conducted in the subdivisions of the Main Administration shows that the greatest number of viola-

tions of labor discipline and dismissals from construction organizations occur among young people. For this reason at the present time the management and the public organizations of the Main Administration and all of its subdivisions are devoting serious attention to educational work among young workers.

At a joint session of the collegium and the trade union committee of the Main Administration, a schedule of visits of the managers and their deputies to the dormitories and hotel-type houses, where the young people live, was approved. A staff of educators having, as a rule, a higher and secondary specialized education, has been completed. In all dormitories review-contests are being held, in the verification of which responsible officials of the USSR Ministry of Industrial Construction and the Central Committee of the trade union for workers in construction and in the construction and building materials industry are taking part. The educational work is conducted, taking into account the interests and inquiries of the young workers and their families. On the initiative of the councils of the dormitories and teachers of the young people, evening schools of young workers have been established under the guidance of educators in the dormitories, as well as rooms of battle and labor glory, clubs of "Lovers of the Beautiful", "Interesting Meetings", "Bibliophiles", and others. At the evenings organized by these clubs, distinguished builders, Old Bolsheviks, artists, poets and musicians are invited. The councils of labor glory and the social departments of cadres have become an effective form of social influence on the violators of discipline.

Thus the work to strengthen labor discipline is conducted in two basic directions: Preventive measures preventing the violations; and the influence of a social, disciplinary, material and moral character on the violators of discipline--the deprivation of the bonus or the reduction of its amount, transfer to lower-paid work, the shift of vacation to a less favorable time, a change in the turn for receiving living quarters, and others. The measures being carried out in the subdivisions of the Main Administration for the Construction of Mineral Health Resorts in the Caucasus have improved the state of labor discipline. Thus, if in 1977 on the average the truancy per average registered worker came to 1.4 man days, the figure for 1981 was 0.99. The number of workers dismissed for truancy or the systematic violation of labor discipline decreased from 23.7 percent in 1977 to 20 percent in 1981. Since 1977 the losses of labor time calculated per worker decreased by 35 percent, the intra-shift losses--by 52 percent.

The best results in the formation of labor disciplines are attained by the collectives where their managers, social organizations, teachers, as well as advanced workers have created a favorable socio-psychological climate which is conducive to the professional growth of young builders. This is especially characteristic, for example, for the collective of the SMU [construction and installation administration] No 8 of the Main Administration of the Construction of Mineral Health Resorts in the Caucasus. Here a great deal of attention is devoted to the education of young people, important is the role of the teachers, and the most diverse measures of influence are being applied to violators of discipline. Great significance in this administration is ascribed to the maintenance of correct mutual relations between the managers, the engineering and technical personnel and the workers, reports by the managers at production

are being practiced, and the public attestation of engineering and technical personnel and employees has been introduced. In every conceivable way, the aspiration of people to knowledge is encouraged. At the present time, every ninth worker of the administration is studying without leave from work. All of this is producing positive results: The Construction and Installation Administration No 8 constantly wins prize-carrying places in the socialist competition of the USSR Ministry of Industrial Construction. In the Pyatigorsk Construction Trust the triumphant acts dedicated to the working class, the presentation of the first wages, and the triumphant send-offs to the Soviet Army have been widely disseminated. In the Kislovodsk Construction Trust, plans for the cooperation of workers have proved to be worthwhile, where the teacher and the young worker under his patronage conclude an agreement-obligation for the fulfillment of certain work operations and are jointly responsible for its execution. The Main Administration for the Construction of Mineral Health Resorts in the Caucasus maintains close relations between the production collectives and the schools under their patronage.

At first glance the formulation of the question concerning the inculcation of labor discipline in the pre-work period may seem non-legitimate. However, system analysis of the formation of discipline justifies it fully. You see, socialist labor discipline, which manifests itself in the process of the creation of material and other values, is formed as a complex complex of social factors, the foundations of which are laid in the family and in school. This formation is completed in the labor collectives which accept young men and women into their ranks.

The management and the trade union committee of the Main Administration have activated the propagation of legal knowledge about labor legislation among the builders and established strict control over its observance. As a result, the cases of incorrect dismissal of workers have become rare. At the same time, we will have to establish an obligatory examination demonstrating a minimum knowledge of labor legislation for all managers of construction organizations. Some of them make incorrect use of measures of educational and administrative influence. Dismissal for loafing and other violations of labor discipline frequently do not attain the goals since the shortage of workers is sensed and the dismissed easily establish themselves in other organizations. In such a situation, some managers try to secure workers for themselves by any means, they are prepared to raise their wages, forgive them petty violations of labor and production discipline, which has a corrupting influence on people, and the educational work being conducted to strengthen discipline may be reduced to zero.

For the effective realization of the complex of measures to strengthen labor discipline, the following are required: Harmonious, rhythmic work of construction organizations, the accurate production and technological completion of the designs, articles and materials of the projects being built, the introduction of the scientific organization of labor, the improvement of the conditions of work and everyday life of the builders, as well as the work of the enterprises of the service sphere.

The scientific organization of labor is being widely introduced in the organizations and enterprises of the Main Administration for the Construction of Mineral

Health Resorts in the Caucasus. At the present time, a council for problems of economic and social development of the collective, as well as for the scientific organization of labor and administration, has been created and is operating in the Main Administration. In 1981 more than half of those employed in construction worked in accordance with 86 plans for the scientific organization of labor. Forty-seven percent of the volumes of construction and installation work were carried out with the use of plans for the scientific organization of labor and labor process charts. The annual economic effect amounted to 125,000 rubles and labor intensiveness decreased by 15,000 man hours. A great deal of attention is being given to the organization of the general education requirement.

The problems of the scientific control of the formation and utilization of manpower in light of the tasks advanced by the 25th and 26th CPSU Congresses are being solved through the integrated application of the newest economic-mathematical, sociological and psychological methods, technical means and organizational measures. In the Main Administration for the Construction of Mineral Health Resorts in the Caucasus a subsystem of cadre administration has been introduced. Its basic functions are the analysis of the supply and the planning of the demand for workers, placement and quality, the assessment of the dynamic and turnover, and the study and selection of cadres, including reserves. The subsystem is intended to supply all levels of line and functional administration with information about cadres which is needed for the planning, analysis and operational control, as well as the assessment of the activity of the subdivisions in the sphere of work with cadres. Experience showed inadequate economic preparation of some executives. In connection with this the demand arose to organize the study of administrators in the correspondence public institute which was established in the Main Administration in 1978.

Thus, the efficient administration of the training and utilization of workers, which henceforth will stand at the center of socialist management, cannot be fully attained without an integrated approach. The experience accumulated in the Main Administration for the Construction of Mineral Health Resorts in the Caucasus shows that the integrated approach meets the contemporary requirements of the development of the economy and social processes, and guarantees the necessary economic and social efficiency.

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